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Department of Justice

1987 ANNUAL REPORT
OF THE
COMMUNITY RELATIONS SERVICE

FINAL

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FORWARD

As the 25th anniversary of the passage of the Civil Rights Act of 1964 and the creation of the Community Relations Service (CRS) near, our on-going contributions to fulfilling the Federal Government's constitutional obligation to insure domestic tranquility and to promote the general welfare can be viewed with satisfaction. This is a resounding tribute to CRS staff who tirelessly and professionally dedicate themselves to promote harmony in our neighborhoods and communities.

CRS staff members respond quickly to community emergencies involving racial conflict. When the French visitor Alexis de Tocqueville visited the United States in the 1830s, he marveled at the energy and organization of the American people in their cities, towns, and communities. The success of the Community Relations Service lies in that same dynamic community structure which has perpetuated the American experiment for more than two centuries.

RESPONSIBILITIES OF THE COMMUNITY RELATIONS SERVICE

The primary responsibility of the Community Relations Service (CRS), under Title X of the 1964 Civil Rights Act (42 USC 2000g) is "to provide assistance to communities and persons therein in resolving disputes, disagreements, or difficulties relating to discriminatory practices based on race, color, or natural origin..."

Under this mandate the agency provides direct conciliation and mediation assistance to troubled communities to bring about peaceful, voluntary resolution of racial and ethnic conflict. This basic mission is carried out by mediation and conciliation specialists in 10 regional offices who respond to community problems brought to their attention by local officials seeking assistance, by other interested parties, through direct observation by CRS staff, or through news media reports. Disputes that are determined to be within CRS's mandate are carefully assessed to define and resolve the specific conflict involved. If the dispute appears amenable to CRS's dispute resolution process, work objectives are established and conciliation, mediation and technical assistance services are initiated.

A second CRS responsibility is the reception, care and processing of Cuban and Haitian entrants to the U.S. who are paroled from Federal detention facilities by the Immigration and Naturalization Service as authorized by Title V of the Refugee Education Assistance Act of 1980 (8 U.S.C. 1522) and Executive order 12341 of January 21, 1982. The mission of the Cuban and Haitian Entrant Program (CHEP) is to provide humanitarian assistance for persons in detention or institutional care and placement or resettlement services for those who are released.

CRS BUDGET

The Community Relations Service received a total of \$29,406,000 in fiscal year 1987 for program activities and salaries for 118 permanent positions. The Community Relations Service's budget contains two budget activities that mirror its mandate: Prevention, Mediation and Conciliation of Community Disputes; and Reception, Processing and Care of Cubans and Haitians.

Summary of 1987 Funding by Program
(Dollars in thousands)

	<u>1987 as Enacted</u>			<u>1987 Actual</u>		
	<u>Permanent</u>			<u>Permanent</u>		
	<u>Positions</u>	<u>WY</u>	<u>Amount</u>	<u>Positions</u>	<u>WY</u>	<u>Amount</u>
PREVENTION AND CONCILIATION OF COMMUNITY DISPUTES:						
Technical Assistance..	6	6	\$ 366	6	6	\$ 359
Program Operations....	63	67	4772	63	68	4686
Executive Direction and Control.....	13	13	1043	13	13	1024
Administrative Services...	<u>6</u>	<u>6</u>	<u>301</u>	<u>6</u>	<u>6</u>	<u>296</u>
Subtotal.....	88	92	6482	93	93	6365
RECEPTION, PROCESSING AND CARE OF CUBANS AND HAITIANS.....						
	<u>30</u>	<u>23</u>	<u>23,304</u>	<u>30</u>	<u>23</u>	<u>23,041</u>
TOTAL.....	118	115	\$29,786	118	116	\$29,406

SUMMARY OF ACTIVITIES AND ACCOMPLISHMENTS

Departmental Priorities

While CRS's conciliation-mediation mandate is unique among Justice Department agencies, the agency's activities and community focus extend departmental goals in a number of significant areas. The racial and ethnic conflict to which the agency responds affects all population groups and important areas of concern: law enforcement, education, housing, employment, and health. By promoting voluntary compliance with the law and respect for civil rights, and by helping communities avoid disruption and violence, CRS advances community justice and harmony.

Savings in Enforcement Resources

By achieving voluntary compliance with civil rights laws in hundreds of communities this year, CRS reduced the need for formal enforcement measures requiring departmental investigation and prosecution. Since 1985, the agency has assisted in resolving more than a thousand disputes involving discrimination in such areas as voting rights, equal opportunity in housing, education, employment, and alleged use of excessive force by police. Without CRS intervention, many of these issues would have gone without remedy, or would eventually have become formal suits filed in state or Federal courts. Through mediating court-referred cases, CRS freed up Department litigation resources to pursue other priority areas of national law enforcement.

Racial Harassment and Violence

The number of incidents of racial harassment or violence to which CRS responded has increased in many parts of the country. In FY 1987 CRS prepared alerts on 310 such incidents, an increase from 276 incidents in FY 1986.

Racial Violence On College Campuses

Racial violence on college campuses is one area which prompted increased CRS activity in FY 1987. Among the institutions of higher learning that received CRS mediation or conciliation services were The Citadel in South Carolina, the University of Michigan at Ann Arbor, the University of Missouri at Columbia, the University of Wisconsin at Madison, Penn State University at State College, PA and Oklahoma State University in Stillwater.

The agency has developed an innovative model approach that brings together college administrators, faculty, students and community leaders in resolving on-campus conflicts. CRS intervention often results in greater understanding among different racial and ethnic groups and firm commitments on the part of college administrators to

ensure that individual rights are safeguarded without compromising academic freedom.

Police Community Relations

CRS continued to increase its cooperative efforts with police leadership institutions to attack the chief sources of destabilization within the community. Joint efforts involved the International Association of Chiefs of Police (IACP), the National Organization of Black Law Enforcement Executives (NOBLE), the League of United Latin American Citizens (LULAC) and the Police Executives Research Forum (PERF). CRS has also provided training in response to requests from 100 law enforcement agencies throughout the country, in such areas as conflict management, preventing and dealing with crimes of hate-violence, municipal liability and the alleged use of excessive force. For training purposes, CRS published the handbook Principles of Good Policing: Avoiding Violence Between Police and Citizens in FY 1987. The publication is being used as a training tool for police executives around the country.

Asian Crime and Community Relations

The problem of Asian-related crime and victimization is being addressed by CRS through improvements in police-community relations and improved police services to Asian communities around the country. Poor communication, often because of a language barrier but also due to a lack of trust between Asians and police agencies has impeded the development of cooperation necessary for members of the community to report crime, especially organized crime which has been increasing in the United States. In an effort to stem the incidence of crime and violence in Asian communities, CRS convened police executives and Southeast Asian leaders from 15 Gulf Coast communities in New Orleans to discuss methods of improving community relations and addressing crime and victimization within the Asian community. CRS also negotiated a memorandum of understanding with the Office of Refugee Resettlement (ORR) of the Department of Health and Human Services to finance similar conferences under the auspices of CRS in other regions of the country. Additional conferences are scheduled to take place in Atlanta, Boston, Oakland, and Seattle.

Minority Business Procurement Agreements

The precedent-setting nationwide partnership created between the Adolph Coors Company and a Coalition of Hispanic Organizations as a result of CRS mediation in 1984 has become a model for other agreements throughout the country. In FY 1987 CRS mediated a dispute between a Black Coalition (including the National Association for the Advancement of Colored People, the Southern Christian Leadership Conference) and Giant Food stores over alleged discriminatory practices in the Baltimore-Washington, DC area. In Denver, with the assistance of CRS a group of 30 minority business owners was invited by the Denver Public School Board of Education to

explore ways to improve the share of Denver Public School procurement going to the minority vendors. CRS provided technical assistance and support for the final agreement.

CONCILIATION AND MEDIATION OF COMMUNITY DISPUTES

In FY 1987 CRS filed 2,046 alerts to potentially serious racial and ethnic conflicts. From these alerts, 1,606 detailed assessments were conducted. The assessments resulted in 1,265 conciliation and mediation cases. A total of 833 cases were concluded during the year and 432 cases were in various stages of progress at the year's close.

Conciliation and Mediation of Community Disputes Comparison of Casework Data* for Fiscal Years 1986 and 1987

Activity	1986	1987
Alerts Filed	2,167	2,046
Assessments Processed	1,656	1,606
Conciliation Cases Conducted	1,031	1,208
Conciliation Cases Closed	766	806
Mediation Cases Conducted	30	57
Mediation Cases Closed	22	27
Community Tension Appraisals	60	110

* These numbers present only the field activities of the Community Relations Service and should not be construed to be a report on the level of community racial conflict or tensions.

DISTRIBUTION OF CRS CASES BY PROJECT AREA AND FISCAL YEAR OF FIRST REPORT

	84	85	86	87
Admin of Justice	289	331	272	278
Education	105	139	131	176
Racial Harassment	65	95	101	125
Housing	37	35	45	43
<u>Others</u>	<u>247</u>	<u>271</u>	<u>267</u>	<u>377</u>
Total	743	871	816	999

PLACEMENT AND RESETTLEMENT OF CUBAN AND HAITIAN ENTRANTS

CRS provides outplacement and resettlement services to Cuban and Haitian entrants paroled by the Immigration and Naturalization Service (INS) from INS and Bureau of Prisons (BOP) detention facilities. Through an inter-agency agreement with the Public Health Service, CRS also funds the provision of medical and mental health care for Cubans at St. Elizabeths Hospital and community-based treatment facilities, and for both Cubans and Haitians at the INS/Krome Service Processing Center in Miami.

During FY 1987, CRS provided resettlement through six halfway houses to Cuban entrants who had been paroled by the INS from INS and Bureau of Prisons detention facilities. The halfway house program serves those Mariel Cubans with criminal records, lengthy periods of incarceration, and limited job skills. This program provides intensive services, a high degree of structure, and close supervision in order to give high-risk Mariel Cubans the best possible opportunity for successful resettlement in the United States. Between March 1983, when the Cuban-Haitian Entrant Program was transferred to CRS, and the end of FY 1987, about 900 Mariel Cubans had been outplaced from federal custody and prepared for self-sufficient living in communities through the CRS halfway house program.

This program ensures that those Mariel Cubans paroled to CRS by the INS are provided appropriate supervision and services upon their release in order to: (1) protect the public safety; (2) enable the individuals released to achieve economic self-sufficiency without reliance on public assistance; and (3) reduce the number of Mariel Cubans re-entering federal custody because of criminal conduct. This outplacement also relieves the burden on INS and the Bureau of Prisons detention facilities caused by the return of about 1,000 Mariel Cubans a year to federal custody from state and local prisons.

In addition to these services for Mariel Cubans with non-serious criminal backgrounds, CRS also provides primary resettlement services to Cuban and Haitian entrants, including unaccompanied alien minors, who are paroled from the INS/Krome Service Processing Center in Miami. During FY 1987, CRS expanded its involvement in this area to include shelter care and family placement services for non-Cuban/Haitian minors detained by the INS in Florida, Texas, and California. CRS involvement ensures that alien minors in INS custody are taken out of INS adult detention facilities and placed in safer and more appropriate environments.

CRS also provides secondary resettlement assistance to Cuban and Haitian entrants living in South Florida whose initial resettlement did not lead to their achievement of economic self-sufficiency. This assistance reduces the impact of this population on state and local social service resources.

Lastly, CRS provides follow-up care to Cuban entrants with mental health problems who have been discharged from community-based mental health treatment programs administered by the Public Health Service and who are ready to make the transition to independent living. These follow-up services reduce the economic drain on state and local health and mental health care services.

CUBAN AND HAITIAN ENTRANT PROGRAM

Persons Assisted In Care, Processing and Resettlement

	FY 1986	FY 1987
<u>Primary Resettlement Assistance:</u>	<u>161</u>	<u>235</u>
Adults and Accompanied Minors	<u>109</u>	<u>165</u>
Cuban	59	135
Haitian	50	30
Unaccompanied Entrant Minors	<u>47</u>	<u>52</u>
Cuban	1	9
Haitian	46	43
Non-Entrant Minors	<u>5</u>	<u>18</u>
<u>Secondary Resettlement Assistance:</u>	<u>278</u>	<u>139</u>
Cuban	39	53
Haitian	239	86
<u>Aftercare:</u>	<u>64</u>	<u>47</u>
<u>Halfway House Resettlement:</u>	<u>233</u>	<u>281</u>

CASE HISTORIES

Administration of Justice -- Massachusetts

A major initiative was undertaken by CRS to assist District Attorneys statewide to take a more proactive public role in addressing racial problems in their communities. A partnership was created between CRS, the Massachusetts Association of District Attorneys and the Massachusetts Commission Against Discrimination (MCAD) which resulted in: 1) the formation of County Civil Rights Advisory Committees to advise District Attorneys; 2) the development and publication of resource books on civil rights for use by communities, government agencies and community groups in each county; 3) the convening of county civil rights conferences which served to educate the participants in civil rights issues affecting communities and individuals; and 4) the development of conference reports to serve as an agenda for the future action of the District Attorneys and Civil Rights Advisory Committees.

Administration of Justice -- Worcester, Massachusetts

CRS assistance was requested by the city's Human Rights Commission and Equal Opportunity Officer following complaints by minority residents of perceived racism and insensitivity by city agencies. In addition, minority city employees had complained about their treatment by white colleagues. CRS met with the city manager's office and various department heads and together with the Human Rights Commission and the Equal Opportunity officer developed a comprehensive program for senior and middle management city employees of Worcester to address these problems. On June 1987, CRS regional staff, conducted a workshop on cultural differences for 40 city department heads. CRS efforts were designed to help senior city officials become aware of some of the contributing factors to racial tension, to explore cultural differences, and to assist them in examining continuing programs, as well as other measures that they might implement.

Administration of Justice -- Norwalk, Connecticut

In October 1987, a 21 year-old Puerto Rican youth was shot and killed by a Norwalk police officer. This occurred in the wake of tensions over the shooting of a black man four months earlier. As a result community tension escalated and CRS was asked to initiate its conciliation process.

A series of meetings were convened by CRS with Black and Hispanic leaders, city officials and the police chief in order to clarify the circumstances surrounding the shooting and develop corrective actions to restore minority citizens confidence in the police department. CRS conducted three training programs for the Norwalk Police Department on issues of police/community relations, the language of confrontation versus conciliation, police professionalism, accountability and the use of force--all of which contributed to a lessening of tensions. Through CRS assistance the police department undertook a major effort to improve communication and the manner in which it addressed areas of contention with the minority community.

Administration of Justice -- Howard Beach, Queens, New York

In the aftermath of a nationally publicized racial attack, during which a Black youth was struck and killed by a car as he fled his white pursuers, there was a sharp increase in the number of racial incidents in New York. CRS contributed to the efforts of the Governors Task Force on Bias Related Violence. CRS also convened meetings with the leadership of the Concerned Citizens of South Queens, Black and religious leaders, police officials and city and state agencies to facilitate communication and develop

recommendations for minimizing racial violence for police and school faculty and staff in South Queens.

Business/Community Relations -- Poughkeepsie, NY

In FY 1987, CRS was alerted to alleged discrimination and harassment of a Black businessman by a major automobile manufacturer, who was being pressured to dispose of his local dealership. The manufacturer accused the car dealer of financial mismanagement in operating the dealership. CRS met with the minority owner and found that the real issue involved a five-acre tract of land located in a prime development area. The land was originally purchased for \$225,000 by the former owner and was now worth over a million dollars. The Black owner planned to build a new facility on the land. CRS contacted experienced owners of other dealerships, the NAACP, the Urban League, minority leaders and the manufacturer in order to explore ways of assisting the owner.

Community Relations -- Yonkers, New York

In 1987, the NAACP negotiated a tentative agreement to build 200 units of public housing in the city's predominantly White neighborhoods, located in the east and northeast sections of Yonkers. A month later, the City Council voted to reject the plan on two grounds: 1) It did not believe it was responsible for whatever segregation existed in Housing and 2) The city did not have the money to implement the alternative housing plan.

During the housing legal dispute, CRS provided Technical Assistance in the following areas:

Bus loads of Yonkers residents opposed to the housing plan, with tacit approval from members of the local Yonkers Government, traveled to Washington, D.C. to lobby against the Court decision, while back home in Yonkers, city council meetings took on a deadly tone. CRS maintained dialogue with the "Save Yonkers Federation" and other anti-Federal law groups, attempting to encourage them to obey the lawful ruling of a Federal judge.

CRS continued high level assistance to all community groups, city and elected officials to develop approaches to accept and implement the court's housing order and to reduce heightened racial tensions.

Administration of Justice -- Wappingers Falls, NY

On November 24, 1987, Tawana Brawley, a Black 15 year-old teenager from Wappingers Falls was found dazed and curled up in a fetal

position in a trash bag. Almost immediately after the alleged attack on the young woman, her family contacted CBS News and broke the story. The case became a national issue.

CRS met with the Dutchess County Ministerial Alliance, the IBM Corporation, Dutchess County Human Relations Commission, Minority/Majority Community, and law enforcement officials to explore strategies to address escalating racial tensions in Dutchess County and the Hudson Valley. CRS, in conjunction with a community coalition, Dutchess County Ministerial Alliance, Dutchess County officials and private leadership convened a "Race Relations Conference" in Poughkeepsie, New York on June 28, 1988.

CRS continues providing technical assistance to the Dutchess County area to address continuing racial tensions in the aftermath of the alleged incident.

Business/Community Relations -- Baltimore, Maryland

After several months of negotiations, CRS obtained an agreement between several minority organizations and Giant Food Inc., the huge Mid-Atlantic grocery chain. Black leaders had publicly threatened a store-wide boycott after several Black employees accused the company of discriminating against minorities. CRS moved the conflict to the mediation table by bringing together members of a Black coalition, including the NAACP, the Southern Christian Leadership Conference and religious leaders with Giant Food officials. The resulting agreement called for:

- Increased minority employment.
- Increased support of minority-owned businesses.
- Technical assistance to qualified minority-owned food suppliers.
- Regular meetings between Black leaders and Giant officials.
- More advertising in minority-owned newspapers, magazines, radio and television.

Military/Community Relations -- Fort Lee, Virginia

In response to a request from the U.S. Attorney for the Eastern District of Virginia regarding a reported Ku Klux Klan plan to march at Fort Lee, CRS assisted all the parties involved in the face of a potentially explosive confrontation. The march was part of a series of protests concerning alleged discrimination by the military command at the Fort. CRS effectively arranged for the march to be undertaken without incident and for a Southern Christian Leadership Conference (SCLC) delegation to begin constructive dialogue with the Base Commander. As a result, an agreement was reached, whereby a three-person panel would be appointed (including one member from SCLC) to review all outstanding complaints within three months. The panel would also make recommendations on informal complaints of

discrimination for the next 12 months. Finally, under the terms of the agreement a structured program for improving civilian hiring practices at Fort Lee was established.

Education -- Charleston, South Carolina

CRS involvement was prompted by a reported incident of harassment of a Black cadet by several white students, dressed in Klan robes, at the Citadel, a military college regarded as the West Point of the South. An assessment by CRS indicated that other types of racial friction had taken place in previous months. The agency mediated an agreement between the College and a group representing the Black community, which included NAACP leaders and Black ministers, to increase Black recruitment, and to hire more Blacks as speakers on campus. A bi-racial committee was created to address ongoing and potential racial problems and keep a negotiating team in place for two years, so as to resolve any new conflicts that might arise.

General Community Relations -- Pan-American Games: Indianapolis, Indiana

Several months before the opening of the Pan American Games, CRS responded to a request by the Pan American Games Committee and the Indianapolis Police Department to provide language classes and cross-cultural training for law enforcement officials. These courses were designed to prepare state and local police officers to communicate with coaches, athletes and spectators from Spanish-speaking countries in the Caribbean, Central and South America. CRS arranged to have an experienced police trainer, who taught Spanish and cross-cultural awareness at the Houston Police Department, to develop a similar program for Indianapolis. The agency also distributed a "Law Enforcement Resource Manual," which gave demographic statistics about the countries participating in the Games and background information describing law enforcement in those countries. In addition, an English-Spanish handbook was published for use by police officers, paramedics and firefighters to ensure accurate communication during emergencies, since there were almost no Spanish-speaking persons on the police force. The courses, which were attended by nearly 400 law enforcement officials, firemen and paramedics were deemed to have a significant impact on community relations well beyond the immediate scope of the Games.

General Community Relations -- Sauk Village, Illinois

CRS helped resolve a dispute that developed between Black and White residents of the village. A group of approximately 100 White protestors marched on city hall to protest the city's lack of response to alleged acts of vandalism, fights and attacks by Blacks against White residents. Tension between the two groups was extremely high and city officials feared that reprisals, by angry Whites, would follow. CRS intervened at the request of the Sauk Village Police Department and Human Relations Commission. The agency chaired a series of community meetings that were attended by the mayor, police chief, Human Relations Commission staff, community leaders and housing authorities. This resulted in the formation of the Sauk Village mediation team trained by CRS in conflict resolution and mediation techniques. Once the team was in place, tensions within the community subsided and all parties agreed to call upon the mediation team to resolve any future disputes. The Sauk Village Mediation Task Force received the annual Governor's Award from the State of Illinois for its outstanding achievements in community crime prevention.

General Community Relations -- Crockett, Texas

CRS assistance was requested by the local NAACP as the result of a one million dollar suit filed against it, by the city of Crockett, because of allegations of racial discrimination in hiring. The City believed that the NAACP had falsified documents in requesting a hold

on a loan of \$1.5 million to the city from the Farmers Home Administration. CRS contacted the parties involved, reviewed the issues and received agreement from both sides to participate in mediation. The day CRS appeared in court with the parties there were groups of Blacks present who were angry that the city had sued the NAACP and others who were annoyed by the NAACP's approach to the problem. The city realized by now that the court fight would be a long one and announced it was prepared to amend its damage claim as their expenses mounted with the loss of the original loan. A signed mediation agreement was reached in a relatively short time frame whereby the city withdrew its suit and the NAACP withdrew its claim.

In addition, the city agreed to enact an ordinance directing all departments to comply with the Equal Employment Opportunity Act of 1964. Finally, the city would institute an affirmative effort to hire minority contractors for work on city projects.

Police/Community Relations -- Sonora, Texas

Community harmony suffered as a result of the perception by the Hispanic community that minorities were underrepresented in the Police Department and that Hispanic citizens' complaints often went unanswered. A group of concerned citizens requested CRS to intervene on their behalf with the police.

Through CRS assistance the Police Department and the Hispanic community developed a position paper that became the blueprint for improved participation by minorities in setting police department policy. The agreement, in substance, provided for the establishment of a Hispanic Liaison Committee that would function in an advisory capacity regarding the needs of the Hispanic community as well as law enforcement and personnel questions regarding the Sonora Police Department. The Police also agreed to implement a cultural awareness program, work towards reducing its response time to calls for assistance, and ensure that efforts would be made to provide equal services without regard to the ethnic make-up of the neighborhood. The Police Department further agreed to develop a recruitment plan that would maintain a ratio of minority recruits in the Department to reflect the composition of the minority community.

Police/Community Relations -- Mason City, Iowa

Mason City experienced a high level of interracial tension as a result of the stabbing death of an Hispanic youth at a party attended by several Southeast Asian youths. Eventually, four Laotian refugees were charged with the death. The Hispanic youth who was killed was a popular figure and was training to be a golden gloves boxer. His death triggered an outbreak of vandalism and intimidation directed at the small Southeast Asian community not only in Mason City, but in surrounding cities as well. Given the

seriousness of the situation CRS intervention was requested by the Iowa Bureau of Refugee Affairs, the Iowa Spanish Speaking Peoples' Commission and the Mason City Police Department.

The CRS assessment indicated that there was a lack of communication between the family of the slain Hispanic youth and local police and the State Attorney General's office. Because progress on the case was not forthcoming, the family began to distrust the Mason City Police Department. CRS counseled the family extensively and convinced family members to allow the criminal justice system to work instead of advocating vigilante action. CRS also established meetings between the family and the Iowa Attorney General's Office, thereby reducing racial tension. The trial of the Southeast Asians proceeded without incident and no further outbreaks of a racial nature occurred. One of the refugee youths was convicted in the death of the Hispanic youth.

Police Community Relations -- Florissant, Missouri

In August, 1987, IMAGE of St. Louis requested CRS assistance to address concerns about a raid conducted by the Florissant Police Department which resulted in the arrest of 11 suspected illegal aliens. Several of those arrested were later identified as legal residents or U.S. citizens, and a news report alleged that the police had brandished weapons and used intimidating tactics to harass the unarmed Hispanics.

After CRS entered the case, IMAGE coalesced with other groups and formed a new group called Concerned Hispanic Citizens of the St. Louis Metropolitan Area. CRS arranged for meetings to be conducted between Concerned Hispanic Citizens and city and police officials. Out of those meetings came a mediated agreement in which the Police Department agreed to develop: 1) a policy for dealing with suspected illegal aliens; 2) a network of Spanish-speaking interpreters; and 3) training program for officers in Hispanic culture. The agreement also stipulated that the police department would receive additional training in immigration law from the Immigration and Naturalization Service.

Business/Community Relations -- Denver, Colorado

In the past decade, there has been a dramatic increase in minority-owned businesses. With the emergence of minority-owned businesses into the mainstream of American business, they face not only social and political disadvantages, but difficulty acquiring the necessary capital to compete in the marketplace. The Denver Public School Board (DPS) invited 30 representatives of the city's minority business sector to meet with them, in order to explore ways to improve the share of DPS procurement going to the minority business community. CRS was requested to provide technical

assistance and support to a coalition of minority groups working at the state, city and school levels in the negotiation of an effective minority procurement program. The DPS, on the recommendation of the coalition, hired minority consultants, who will draw up a new procurement policy for the school board to approve that will allow minorities a more equitable share of the \$80 million a year business.

Public/Community Relations -- San Diego, California

On July 16, 1987, the final legal chapter in a tragic racial confrontation concluded when a jury acquitted a Black man of the voluntary manslaughter of a White police officer for the second time. The defendant was also found innocent of charges stemming from the wounding of a second officer and a civilian observer. The Black man maintained, from the beginning, that he had been provoked by racial slurs and beatings. The trials generated strong feelings within the Black community and the Police Department.

CRS provided assistance to the community, including the formation of a Citizens Advisory Board on Police/Community Relations and developed and coordinated a workshop on "Civilian Oversight of Police" for Board members, key city officials and other community leaders. CRS assisted in establishing a task force to substantially modify the Police Department's human relations training program and monitored the trials for their impact on local race relations. Community and police leadership were contacted regularly by CRS to prepare the way for joint dialogue sessions and to encourage a constructive response to avoid further hostility and polarization between police and Blacks.

Education -- Las Vegas, Nevada

The stabbing of an Hispanic youth by an Asian student at a birthday party triggered a series of fights between Hispanics and Asians at a Las Vegas high school. The principal contacted CRS to help institute a conflict resolution program. The agency conducted two-day workshops, first in separate groups for White, Black, Hispanic and Asian students, then together. CRS modified a joint problem-solving model to surface student concerns and alternative approaches for resolution. As a result, interracial tensions were lessened.

Education -- Fairbanks, Alaska

CRS mediated a dispute involving alleged discrimination against Alaska native students and school staff by the Fairbanks' North Star Borough School District. Tensions escalated when the school district failed to appoint an Alaska Native candidate to either of two elementary school principal vacancies. CRS was requested to intervene in the dispute at that point. After lengthy negotiations,

a 28-point agreement was reached. The school district agreed to: 1) hire an Equal Employment Opportunity Officer; 2) review its affirmative action plan for Alaska Native teachers and administrators; 3) reactivate its Minority Task Force - with clearly established goals to address minority community concerns; 4) and participate with the University of Alaska at Fairbanks and Fairbanks Native Association in an effort to increase the number of Alaska Native students in the education department of the University of Alaska. Under the terms of the agreement, the Fairbanks Native Association would withdraw, without prejudice, an employment discrimination suit filed against the school district as well as several discrimination complaints filed with the U.S. Department of Education's Office of Civil Rights, the Department of Labor's Office of Federal Contract Compliance and the Alaska Human Rights Commission.

General Community Relations -- Northwest Coalition Against
Malicious Harassment (NCAMH)

What began as a CRS sponsored local coalition of citizens and law enforcement officials concerned about hate-violence activities in the Northwest, became, with CRS assistance, a regional association of state and local coalitions in Idaho, Montana, Oregon, Washington, and Wyoming. NCAMH has over 150 institutional members ranging from the Governors of all five states to police, local officials, business and church leaders, and members of minority communities. The major goal of the Coalition is to provide unified coordination between these diverse community organizations and governmental institutions to respond to acts of harassment and violence and to develop positive programs throughout the Northwest region. These efforts have relieved serious tensions in many communities and provided constructive responses to racially motivated disputes. CRS conducted a series of four regional consultations in FY 1987, involving government agency officials and community organizations, focusing on bringing together minority leadership and local officials in task forces or ad hoc committees to facilitate cooperation and joint action. In addition, the agency provided training for over 500 criminal justice officials and law enforcement officers.

ORGANIZATIONAL STRUCTURE

In 1987, CRS attempted to develop a more effective management structure resulting in tighter lines of authority and giving managers more responsibility for their personnel.

Director

Establishes Agency's goals and objectives. Sets programmatic and management priorities and approves implementing policies and procedures. Manages day-to-day operations.

General Counsel

Conducts internal investigations, negotiations, plans and prepares all legal reports, briefs, opinions, memoranda of understanding, and agreements.

Associate Director - Administration

Manages, coordinates and implements all administrative activities of the Agency.

Associate Director - Planning and Evaluation

Manages, coordinates and implements all planning and evaluation, management information, and automated data processing activities for the agency.

Associate Director - Technical Assistance and Support

Manages, coordinates, and implements provision of technical assistance to regional staff to facilitate delivery of conflict resolution assistance to communities.

Associate Director - Immigration and Refugee Affairs

Manages, coordinates and implements all immigration and refugee activities, including, but not necessarily limited to the activities of the Cuban/Haitian Entrant Program.

Regional Directors

Manage and coordinate delivery of the Agency's conciliation, mediation, and technical assistance services within their respective regions for the purpose of conflict resolution and conflict prevention in line with the agency's mission.

Improved Management Practices

In FY 1987, CRS initiated a new long-range planning system to guide its field operations. The Annual Assessment of Racial Tension (AART), a system of community analyses previously used to identify and classify cities in terms of racial violence risk level, was expanded to provide the framework for formulating annual regional work plans. This change enhances better-focused case selection and the most efficient use of our limited staff resources. This system-wide activity increases CRS productivity in its disposition of cases with a long-range impact, without sacrificing the agency's around-the-clock capability for crisis response.

In addition, cost reductions were made in the Cuban/Haitian Entrant Program in 1987 as a result of two improvements:

Long-Term Care Cases - The Public Health Service, with whom CRS has an inter-agency agreement, reduced the per diem rate to the community based treatment programs that care for physically and mentally disabled Mariel Cubans who will never be capable of independent living without decreasing the quality of care.

Increased Resettlement Rate - The length of the residential component of the halfway house program was reduced from six to four months. This permitted an increase in the number of Mariel Cubans resettled by CRS with only a marginal increase in direct client costs to grantees.

In response to the increasing need for outplacement of Mariel Cubans, CRS has taken action to accelerate the current outplacement rate. Halfway house capacity has been increased by 110 beds for FY 1988 and the CRS-funded U.S. Catholic Conference family placement program has been expanded from 50 to 300 clients. This increased outplacement will be accomplished through existing resources by program efficiencies. Additional efforts are being made to further increase the outplacement rate.

Improvements in the Criminal Justice System

In 1985 CRS's Northwest Regional Office developed a course on sentencing and racial stereotyping for the National Judicial College, in Reno, Nevada. The effect of this course was to influence and educate state judges, who attend the National Judicial College for continuing legal education credits, on fair and unbiased sentencing. In 1987, CRS's Northwest Regional Office developed and presented a similar training module on fair sentencing to the Appellate Judges Section of the American Bar Association at their annual conference. This was another effort to further the Department's goal of fair and uniform sentencing. CRS is providing technical assistance to the Washington State Commission's Minority and Justice Task Force to consider ways to balance inequities, hire minorities, and hold seminars to sensitize courts to minority cultures.

CRS made a concerted effort during the year to increase the number of mediation cases. This process of dispute resolution is preferred when a documented written argument between parties is considered essential to continued smooth relations between minority communities and state and local public institutions or private industry.

During FY 1987 CRS settled disputes through mediation on a variety of issues including voting district discrimination, employment plans for local police departments, methods of allocating tax revenues to community projects, implementation of bilingual education programs and contract awards procedures. Fiscal Year 1987

brought a doubling of non-court referred mediation cases over FY 1986.

CRS places a high priority on lessening the caseload of Federal courts by accepting referrals from U.S. District Courts for mediation disputes that fall under the CRS mandate. Eighteen such cases were mediated in FY 1987, a significant increase over previous years.

CRS also provided assistance to state and local authorities in helping to reduce violence in correctional facilities. Notable efforts were made in California, New York, New Jersey and Oregon.

CRS also provided staff as faculty members for the U.S. Department of Justice Legal Education Institute's courses on negotiation. These courses are offered quarterly to government lawyers to teach more effective negotiating skills to government litigators and, thus, increase the number of cases settled out of court.

In May 1987, CRS published the Principles of Good Policing through the efforts and experience of CRS staff and local law enforcement officials. This publication has become a valuable resource and reference manual for a number of police departments throughout the country. Principles of Good Policing has been presented before the Police Executive Research Forum, the International Association of Chiefs of Police and the International City Managers Association.

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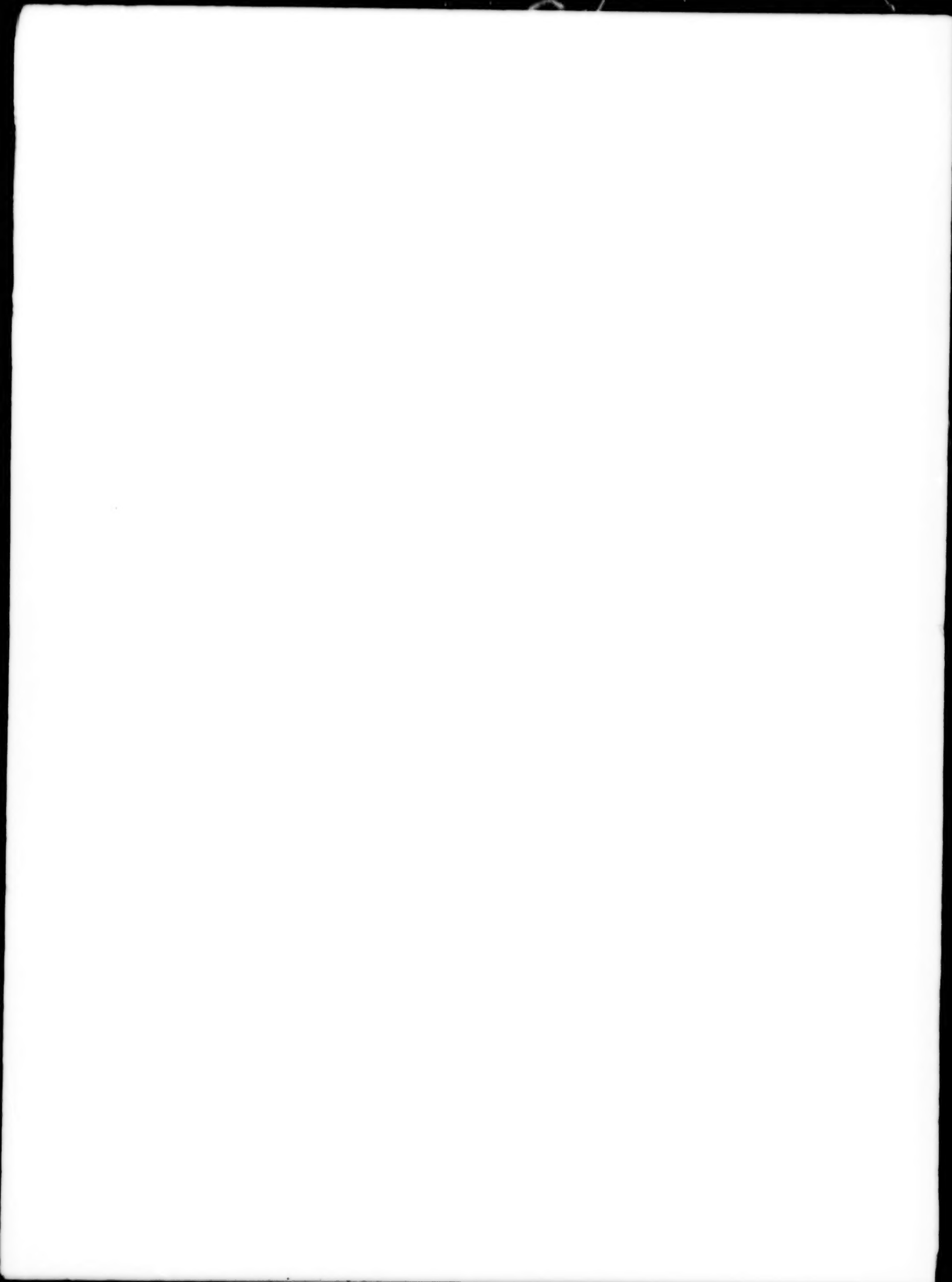
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